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ABSTRACT

This report on the female offender in the Federal Prison System describes the response of the Bureau of Prisons to its mission of protecting society while also preparing offenders for release. Detailed descriptions are included of what happens to them in the Federal correctional system, particularly programs of counseling, education, training and recreation available to help them make the decision to rehabilitate themselves. The programs described are designed to help the women avoid further entanglement with the law when they are released into the community. (BN)

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Female Offenders

in the FEDERAL PRISON SYSTEM

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UNITED STATES DEPARTMENT OF JUSTICE
BUREAU OF PRISONS
WASHINGTON, D.C. 20534

OFFICE OF THE DIRECTOR

January, 1977

FOR YOUR INFORMATION

Because they constitute such a small proportion of the total Federal offender population, women are too often overlooked in studies of crime and corrections.

We know that women commit fewer offenses than men, are less apt to be involved in violent crime, and are somewhat less likely to become repeat offenders.

But generally the information about women offenders is sketchy and incomplete when compared to our knowledge of the offender population as a whole.

This revision of the 1974 first edition attempts to answer the many questions that we in the Federal Prison System are continually being asked about female offenders. It is published in response to the many requests for the first edition and it reflects the shift in our philosophy and the expansion of inmate programs.

Although we cannot define precisely what makes women – or anyone – turn to crime, we have gathered a good deal of data about who women offenders are and what kind of crimes they commit.

We can also offer detailed descriptions of what happens to them in the Federal correctional system, and particularly of the programs of counselling, education, training and recreation available to help them make the decision to rehabilitate themselves and to avoid further entanglement with the law when they are released into the community.

This publication is offered to professionals in the Criminal Justice System, to interested observers and researchers, and to the general public as a contribution to an improved understanding of the problems and needs of the female offender.

Norman A. Carlson

NORMAN A. CARLSON
Director
Federal Bureau of Prisons

FEDERAL CORRECTIONAL SYSTEM

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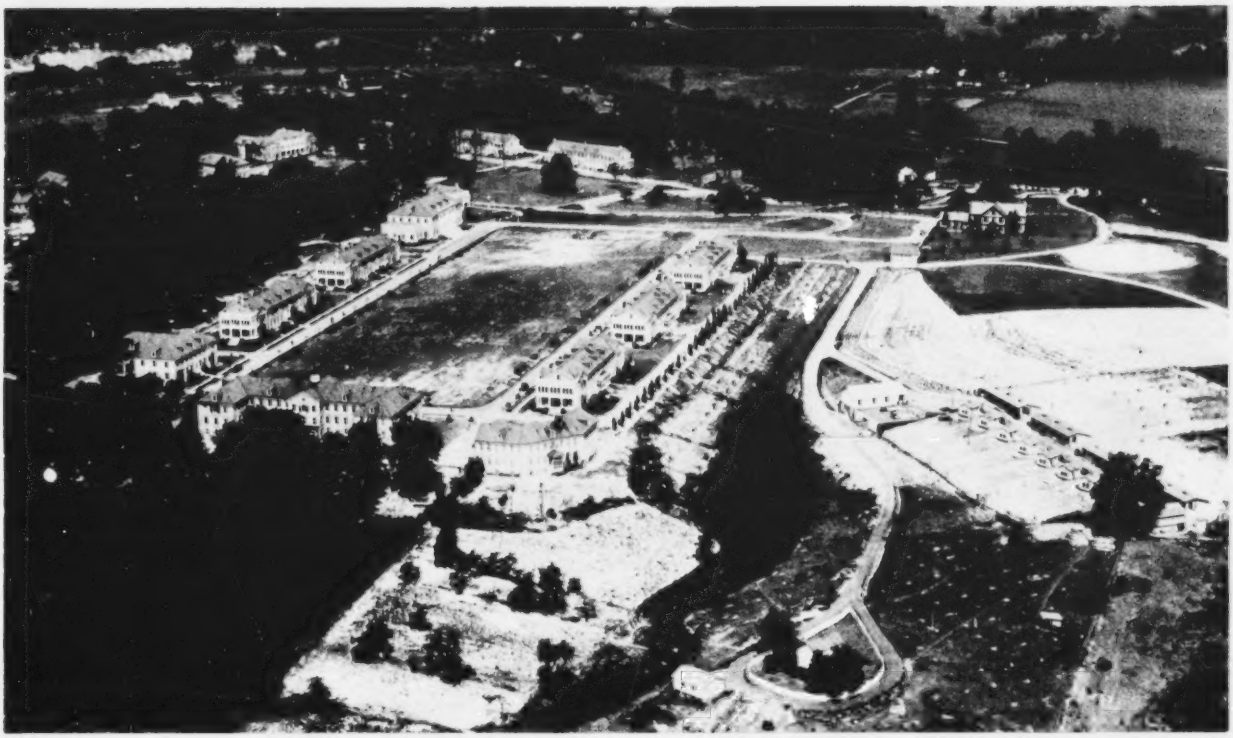


Federal Reformatory for Women, Alderson, W. Va. Sept. 1930

EARLY HISTORY

On any given day, approximately 375,000 men and women are incarcerated in the United States. Fifteen thousand of these offenders are women, or 5 percent of the total incarcerated population. The Federal Prison System alone houses over 27,000 men and women offenders. Female offenders comprise about 4.3 percent of this total.

In our day of chronically overcrowded institutions it seems difficult to visualize a time when the housing and care of Federal offenders was not a serious problem. But until the closing years of the nineteenth century the number of such offenders was slight. In 1776 the Continental Congress provided that persons convicted of violating Federal laws be confined in colonial and local institutions. The legislature of the new Republic, meeting in 1789, continued this policy, and for the next 100 years the Federal Government boarded out its offenders in state and local facilities.

During most of the nineteenth century the government's board bill was low. Federal criminal statutes outlawed counterfeiting, piracy and other felonies committed on the high seas but little else. Congress had not yet begun to exercise the jurisdiction inherent in its powers for regulating interstate commerce and enforcing Federal tax statutes. Crime was considered essentially a state and local problem.

The states and territories did not object to boarding Federal offenders as long as their labor could be sold to private individuals. Many abuses resulted from this practice and in 1887 Congress prohibited the employment of Federal offenders by contract or lease. The states, consequently, began to charge the Federal Government what was then an exorbitant rate of 25 to 35 cents a day per prisoner for board. A number of states declined to accept prisoners not convicted within their own boundaries; a few refused to accept any Federal offenders.

As the rapidly growing and changing nation produced larger numbers of Federal offenders, the problem of their custody and care became more acute. In 1891 there were nearly 1,600 Federal commitments for penitentiary terms alone.

Leavenworth

At the urging of the Department of Justice, Congress in 1889 authorized purchase of sites for three Federal prisons, one in the North, one in the South, and one in the Far West. No appropriation, however, accompanied this authorization. Six years later Congress transferred the military prison at Fort Leavenworth to the Department of Justice for the confinement of Federal civil prisoners. This facility soon proved too small. The crude design of the institution made expansion of the structure undesirable.

Congress, when persuaded of the inadequacy of the old disciplinary barracks, appropriated funds for the first United States penitentiary. Near the Fort, an 800 acre site was obtained and construction began. Prisoners were a major component of the labor force. The 1,200 capacity institution—still unfinished—was first occupied in 1906 and the Fort Leavenworth prison was returned to the War Department. Major construction of the new institution continued until 1927.

Atlanta

The number of Federal offenders grew rapidly. In June 1895 there were 2,500 prisoners, a year later 3,000. Again, it became necessary to use State facilities. In 1899 Congress appropriated funds for yet another penitentiary, this one at Atlanta, Georgia. Construction started in 1900, and in 1902 a complement of 350 prisoners occupied the institution. Construction continued until 1921.

McNeil Island

The western penitentiary was eventually located at McNeil Island, Washington—more by circumstance than planning. A Federal prison for the Northwest Territory was first proposed for this seven mile island in Puget Sound in 1867, and a small territorial was opened there in 1875. The Federal government tried to donate the jail to the new state of Washington in 1889, but the offer was declined. Several Attorneys General sought to abandon the territorial jail and its site, but the effort was given up in 1903. That year Congress voted funds to convert the jail into a penitentiary.

Alderson

Women offenders continued to be boarded in institutions operated by the states. But by the Twenties the number of female prisoners warranted construction of special Federal facilities. Construction of the necessary accommodations at one or more of the existing male institutions was proposed, but Assistant Attorney General Mabel Walker Willebrandt, enthusiastically aided by a number of women's organizations, campaigned successfully for an independent reformatory for women. In 1924, Congress acted, and in 1927 a new 500 inmate institution was opened at Alderson, West Virginia. Dr. Mary B. Harris was Alderson's first Warden.

In the ensuing years, Congress has continued its active support of Bureau of Prison's goals, supplying funds for critically needed new institutions and programs.

Assistant Attorney General Mable W. Willebrandt, 1920

Dr. Mary B. Harris, Alderson's first warden 1930-1941

FEDERAL PRISONS TODAY

Federal institutions include three Metropolitan Correction Centers, two detention centers (plus two more operated as units of other institutions), six penitentiaries, 21 Federal Correctional Institutions (FCI's), four prison camps plus seven more attached to other institutions), a Medical Center for Federal prisoners, and 15 halfway houses called Community Treatment Centers (including three satellites) in 12 cities.

FEDERAL FEMALE POPULATION

The female population of the Federal prison system has been steadily rising over a nine year period. At the close of Fiscal Year (FY) 1976, the female population totaled 1,406, which was up 31 percent over the close of FY 1967. The present female population ranges in age from 17 years to over 60 with a racial mix of 34 percent White, 54 percent Black, 6 percent Hispanic, 1 percent American Indian, .56 percent Oriental and 4 percent other.

The average length of sentence served by these women was 41.5 months as of September 30, 1976 compared to 14.8 months as of June 30, 1967.

The marital status of the female offender population is 38 percent single, 26 percent married, 15 percent divorced, 14 percent separated, 5 percent widowed and 2 percent common-law.

Demographic and Status Characteristics

Prior to this publication a questionnaire was sent to all Federal female inmates for voluntary completion. Approximately 1,200 questionnaires were sent, of this number 713 (59 percent) responded. The following tables (1-11) represent independent statistics from the responses, excluding the Metropolitan Correctional Centers.

TABLE 1

FEMALE INMATES AND THEIR DEPENDENT CHILDREN

No. of Inmates	Percent	No. of Dependents
192	27	0
197	28	1
134	19	2
91	13	3
51	7	4
22	3	5
11	1	6
2	0	7
1	0	8
2	0	9
3	0	10
7	1	11 or more
713	*99	

*Percentages do not add to 100 due to rounding.

TABLE 2

WITH WHOM WERE DEPENDENT CHILDREN LIVING PRIOR TO CURRENT ARREST

	No. of Inmates Responses	Percent
Self	338	47
Relatives	163	23
Friends	3	—
Foster Home	14	2
Agency	3	—
Non-applicable/ No response	192	27
	713	*99

TABLE 3

CURRENT LIVING ARRANGEMENTS FOR DEPENDENT CHILDREN

	No. of Inmates Responses	Percent
Relatives	102	14
Friends	26	4
Foster Home	9	1
Agency	36	5
Non-applicable/ No response	540	76
	713	100

*Percentages do not add to 100 due to rounding.

TABLE 4

DO INMATES STILL MAINTAIN LEGAL CUSTODY

	No. of Inmates	Percent
Yes	437	61
No	74	10
Non-applicable/ No response	202	28
	713	*99

TABLE 5

FEMALE INMATES WHO WERE WELFARE RECIPIENTS AT THE TIME OF ARREST

	No. of Inmates	Percent
Yes	183	26
No	410	58
No Response	120	16
	713	100

TABLE 6

TYPES OF PUBLIC ASSISTANCE RECEIVED PRIOR TO CURRENT ARREST

TYPE	Inmates	Percent	No Response	Percent
Food Stamps	136	19	577	81
Housing Assistance	25	4	688	96
Regular Check	97	14	616	86
Other Assistance	40	6	673	94

*Percentages do not add to 100 due to rounding.

Federal female population is diverse

Operations and Control Communication Center

TABLE 7

LEVEL OF EDUCATION PRIOR TO CURRENT ARREST

Level	No. of Inmates	Percent
Grade School	164	23
High School	354	50
Some College	166	23
College Degree	11	1
Post Graduate	4	—
No Response	14	2
	713	*99

TABLE 8

VOCATIONAL TRAINING PRIOR TO CURRENT COMMITMENT

	No. of Inmates	Percent
Yes	154	22
No	559	78
	713	100

TABLE 9

DESIRE FOR VOCATIONAL TRAINING WHILE COMMITTED

	No. of Inmates	Percent
Yes	530	74
No	158	22
No Response	25	4
	713	100

*Percentages do not add to 100 due to rounding.

TABLE 10

DISTRIBUTION OF FEMALE INMATES EMPLOYED BY JOB CATEGORY JUST PRIOR TO CURRENT ARREST

Job Category (*)	No. of Inmates	Percent
Medicine and Health (07)	19	3
Managerial Work (18)	12	2
Stenography, Typing, Filing and Related Work (20)	51	7
Computing and Account Recording (21)	45	6
Information and Message Distribution (23)	23	3
Merchandising, Except Sales (29)	11	2
Domestic Service (30)	30	4
Food and Beverage Preparation and Service (31)	60	8
Barbering, Cosmetology and Related Work (33)	13	2
Non-earning Student (99)	24	3
Miscellaneous Categories	105	15
No Response or Not Working	320	45
	713	100

*Department of Labor Dictionary of Occupational Titles (DOT) using first two digits of three-digit occupational codes.

TABLE 11

EMPLOYMENT SALARY SCALE OF FEMALE INMATES PRIOR TO CURRENT ARREST

Amount of Salary	No. of Inmates	Percent
$ 0 - 2,999	28	4
3,000 - 4,999	106	15
5,000 - 7,999	172	24
8,000 - 9,999	25	4
10,000 - above	70	9
No Response or No Salary	312	44
	713	100

TYPE OF OFFENSES

Bureau of Prisons classified (unsentenced and in transit) female inmates totaled 430 at the close of FY 1967 as compared to 1,117 at the close of FY 1976.

OFFENSES OF CLASSIFIED FEMALE INMATES ACCORDING TO TYPE OF CRIME

Type of Crime	FY 1967 %	FY1976 %	Difference in %
Assault	0	0	0
Kidnapping	0	1	+1
Robbery	3	9	+6
Air Hijacking	0	0	0
Burglary	0	0	0
Counterfeiting	3	1	-2
Drug Laws	20	27	+7
Embezzlement and Fraud	6	3	-3
Escape, Flight, Harboring Fugitive	0	0	0
Firearm Laws	0	0	0
Forgery	30	15	-15
Immigration	1	1	0
Income Tax	1	0	-1
Juvenile Delinquency	3	1	+1
Motor Vehicle Transportation Act (MVTA)	0	1	+1
Other Larceny	22	20	-2
Liquor Laws	3	0	-3
National Security Laws	0	0	0
Selective Service Acts	0	0	0
White Slave Traffic	1	0	-1
Other and Unclassifiable	3	10	+7
Government Reservation	0	2	+2
Military Court Martial	0	0	0
District of Columbia Local Cases	1	7	+6

*Percentages do not total 100 due to rounding.

The types of offenses that bring women into the Federal prison system are essentially non-violent, property offenses.

Location Table of Female Population

Federal Correctional Institutions	Population as of September 30, 1976	%
Alderson, West Virginia	537	37
*Fort Worth, Texas	203	14
*Lexington, Kentucky	339	23
*Pleasanton, California	101	7
*Terminal Island, California	164	11
Metropolitan Correctional Centers		
Chicago, Illinois	10	1
New York, New York	47	3
San Diego, California	47	3
Totals	1,448	**99

*co-correctional
**Percentages do not add to 100 due to rounding.

FEDERAL CORRECTIONAL INSTITUTION

ALDERSON, WEST VIRGINIA 24910

TELEPHONE: 304/445-2901

Alderson is responsible for the correction of female offenders. It is the maximum security institution for females.

Age Range	Service Area	Physical Capacity	Custody/Housing
17 and over	All States to the East of North and South Dakota, Nebraska, Kansas, Oklahoma and Texas (except for Western portion).	660	Cottages and small dormitories, individual rooms for large percentage of the population.

FEDERAL CORRECTIONAL INSTITUTION

FORT WORTH, TEXAS 76119

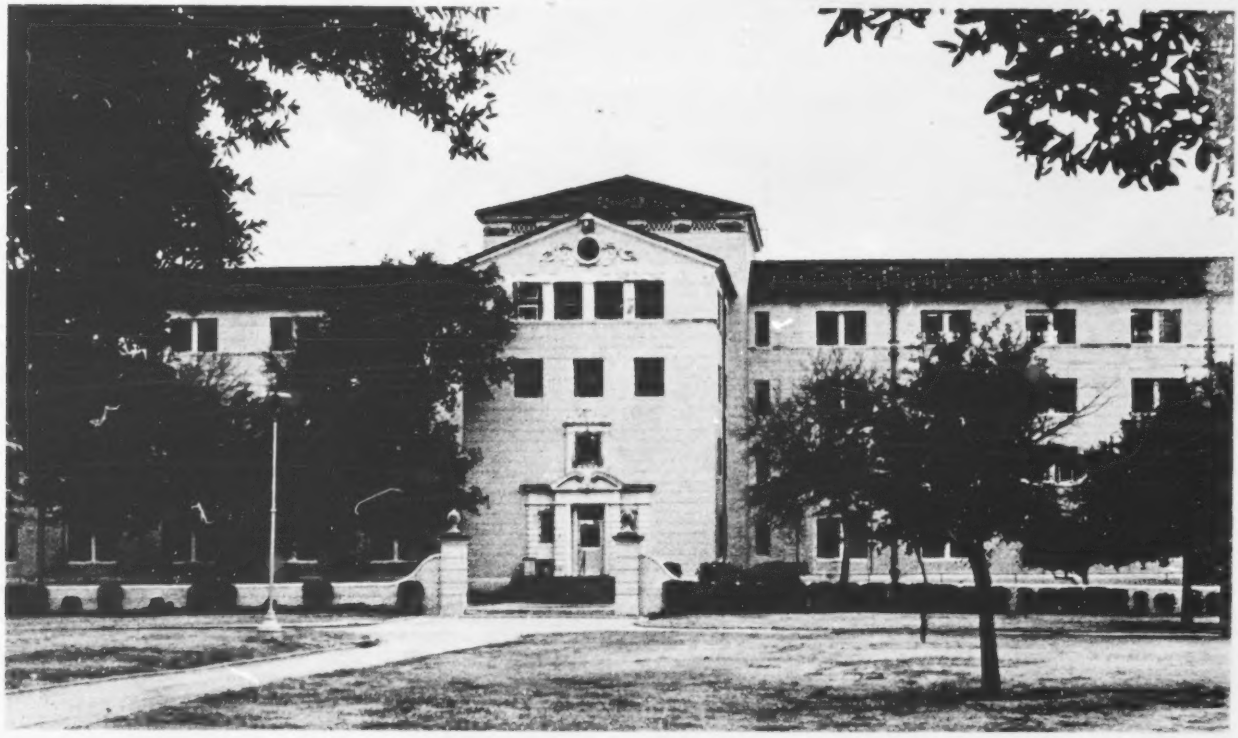
TELEPHONE: 817/535-2111

Fort Worth is a medium to minimum security institution designed to accomodate male and female offenders whose records do not include a history of violence and do not represent significant escape risks; and who have expressed a willingness to participate in intensive programming.

Age Range	Service Area	Physical Capacity	Custody/Housing
20 and over	The Southwest and Central Sections of the United States.	210 females 352 males	Medium-minimum security. Little physical security, dormitory housing facilities.

Federal Correctional Institution, Alderson, W. Va.

Federal Correctional Institution, Ft. Worth, Tex.



FEDERAL CORRECTIONAL INSTITUTION

TERMINAL ISLAND, CALIFORNIA 90731

TELEPHONE: 213/831-8961

Terminal Island is a medium facility for the correction of both females and males serving sentences of five years or less.

Age Range	Service Area	Physical Capacity	Custody/Housing
20 - 70	All States to the West of Montana, Wyoming, Colorado, New Mexico, West Texas.	140 females 800 males	Individual rooms or cubicles. Adequate perimeter security.

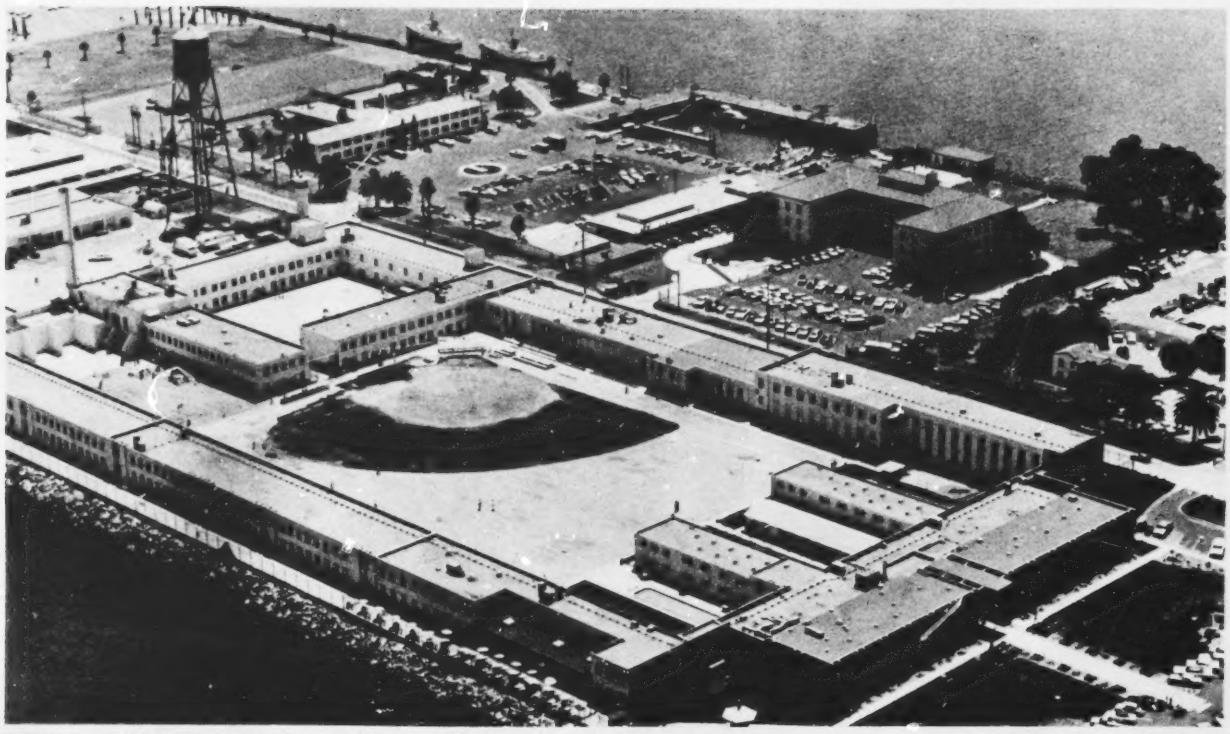
FEDERAL CORRECTIONAL INSTITUTION

LEXINGTON, KENTUCKY 40507

TELEPHONE: 606/255-6812

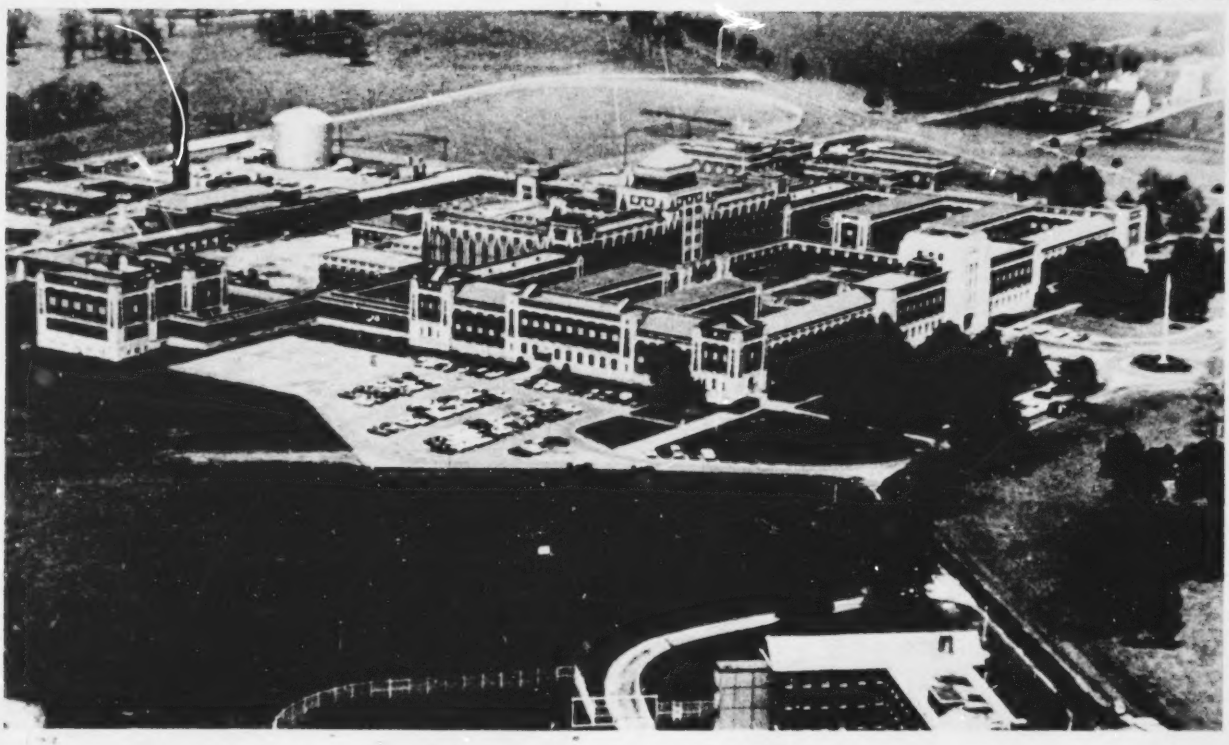
Lexington is a multipurpose correctional institution with special programs for medium and minimum custody offenders with drug abuse and alcoholism problems, inmates with disabling chronic medical problems, and special programs for female offenders.

Age Range	Service Area	Physical Capacity	Custody/Housing
Men: 25 and above, Women: 21 and above.	Illinois, Indiana, Ohio, Kentucky, Tennessee, Virginia, West Virginia, other offenders who are released to the Eastern Central Region of the United States.	400 females 600 males	Housing is primarily individual rooms with some dormitory type facilities. Medium—No restrictions while under constant supervision. Minimum—No restrictions with periodic checks.



Federal Correctional Institution, Terminal Island, Calif.

Federal Correctional Institution, Lexington, Ky.



FEDERAL CORRECTIONAL INSTITUTION

PLEASANTON, CALIFORNIA 94566

TELEPHONE: 415/829-3522

Pleasanton is a minimum co-correctional facility for offenders who generally have been sentenced under the Youth Corrections Act and the Federal Juvenile Delinquency Act. Other inmates who have completed the majority of longer sentences elsewhere and can adjust to this type of environment are also at Pleasanton.

Age Range	Service Area	Physical Capacity	Custody/Housing
18 to 26	Oregon, California, Washington, Arizona, Idaho, Nevada	135 males 135 females	Open-minimum—Four split-level housing units; two for females.

Federal Correctional Institution, Pleasanton, Calif.

Family picnics and liberal visitation policies permit inmates to maintain community and family ties while incarcerated.

METROPOLITAN CORRECTIONAL CENTERS

Metropolitan Correctional Centers (the nation's first) house convicted Federal female and male offenders serving short sentences as well as persons awaiting Federal trial. The centers are designed to demonstrate that such offenders can be housed under secure, humane conditions without the stark surroundings of the typical jail.

These high-rise short-term detention facilities are located in the downtown areas of their respective cities, near the Federal courts, the U. S. Marshals and other components of the Federal criminal justice system served by the Bureau of Prisons.

These centers have several features that set them apart from the traditional jail or correctional institution:

—They are free of steel grilles, guard corridors and other typical jail surroundings. Windows have no iron bars, but are designed to withstand escape attempts. Most inmates have private rooms which meet humane standards for privacy, dignity and security.

—Housing areas are divided into semi-autonomous functional units, each with its own visiting area, indoor recreation facilities, and space for casework and food service.

—Since each unit is capable of operating independently, the centers have a functional flexibility which makes them readily adaptable to almost any type of correctional housing, from maximum security to a community setting that permits some inmates to leave during the day to hold jobs or go to school.

The lower floors are devoted to services and administration. The top floors house inmates, both male and female.

The centers can provide a variety of services including education, work and study release, medical care, psychological diagnosis, religious counseling and outdoor physical exercise.

METROPOLITAN CORRECTIONAL CENTERS

The San Diego center opened in the fall of 1974. It is 12 stories high with 22 levels and has an operating capacity of 504. The population includes approximately 380 unsentenced men, 64 women and 60 short term sentenced inmates.

The facility is designed around a decentralized management concept that divides the housing areas into 11 semi-antonomous functional units. Functional units provide both individual and differential treatment of inmates. Functional flexibility makes the center adaptable to correctional housing, ranging from medium security to a community treatment setting. Telephone: 714/232-4311

The Chicago center opened in the fall of 1975. It is a 26 floor triangular structure designed to house 400 inmates in 10 separate functional living units. They include the accused, sentenced offenders, immigration and naturalization detainees, persons in need of protective custody, female and male inmates in community based programs and convicted offenders referred by the Federal Courts for study and observation. Telephone: 312/353-6819

The New York center began operation in Fiscal 1975. It is a 12 story modern high rise building. The capacity is 449, accomodating both females and males. The building is air-conditioned and contains 389 individual rooms and 60 dormitory spaces. The center is designed to accomodate a functional unit management concept. Telephone: 212/791-9130

UNIT MANAGEMENT APPROACH

Unit Management is a decentralized approach to inmate management designed to improve control and security as well as the delivery of inmate correctional services. There are currently about 150 units in 25 institutions. Almost all of the Bureau's Federal Correctional Institutions designed for youth and young adult inmates and one of the United States Penitentiaries have been converted to unit management. All of the Bureau's facilities have at least one or more units in operation.

Units make it possible for staff to work in a closer relationship with inmates. Essentially, the units are small, flexible, semi-autonomous sub-groups operating within the larger facility. They are made up of 50 - 250 inmates, housed together, with specific emphasis on appropriate correctional programming and basic security, sanitation, inmate accountability and other services.

The units are under supervision of a small permanently assigned, multi-disciplinary staff team, whose offices are located in the unit and who work directly with the inmates. Typically, the staffing pattern consists of a unit manager, one or more caseworkers, one or more correctional counselors, a psychologist, correctional officers, a secretary and an education specialist.

Unit teams have decision making authority and are responsible for planning, directing, and controlling unit operations and correctional programs for all the inmates assigned to the unit. Further the team has responsibility and authority to impose minor disciplinary sanctions for violations of institutional rules.

Organizing an institution around the unit concept places staff close to the inmates. The unit has the responsibility and authority to make operational and program decisions while such management duties as unit management monitoring and general institutional management are reserved for the institution's central staff.

Studies conducted by the Bureau's Office of Research and unit management staff audits reveal that when properly implemented, the functional unit system:

1. leads to a better institutional climate - one which is safe, humane, and minimizes the detrimental aspects of confinement.

2. increases the frequency of contacts and the intensity of the relationship between staff and inmates, resulting in:

   a. better communications and understanding between individuals,

The Metropolitan Correctional Centers do not have steel grilles and stark surroundings of the typical jail. This living room-recreation-dining area at San Diego serves inmates housed in private rooms on two levels (rear center). At right rear are staff offices for this unit, which is semi-autonomous, making it a smaller institution within the larger facility.

b. more individualized classification and program planning,

c. more valuable program reviews and program adjustments,

d. better observation of inmates, enabling early detection of problems before they reach critical proportions,

e. development of common goals which encourage positive unit cohesiveness, and

f. generally, a more positive living and working environment for inmates and staff.

3. enhances communication and cooperation with other institutional departments.

4. improves staff involvement with the correctional process in terms of quality and swiftness of decision-making.

5. emphasizes increased program flexibility in each unit without affecting the total institution.

Unit staff indicated that after introduction of the unit system, they were more involved in decision making than ever before, that maintaining order and providing role models for inmates was more important, and that the institution was more actively involved with the outside community.

Inmates reported more contact with staff, and contact of a more positive nature. Inmates found staff fairer, more concerned, friendlier, and less inclined to talk down to them than before.

The unit concept is not a panacea for all correctional problems. However, through better use of staff and program resources and improved inmate/staff relationships, preliminary assessments indicate it is a more effective and humane approach to inmate management than the old centralized system.

CO-CORRECTIONS

Co-corrections was introduced into the Federal Prison System in 1971. Today four Federal Correctional Institutions are co-correctional—at Fort Worth, Texas, Terminal Island, California, Lexington, Kentucky, and Pleasanton, California.

Co-corrections means that while male and female inmates in the same institutions have separate living quarters, they dine, study, work and take part in other program activities together. The Metropolitan Correctional Centers in New York, Chicago and San Diego are not considered co-correctional because men and women in those institutions are rigidly segregated.

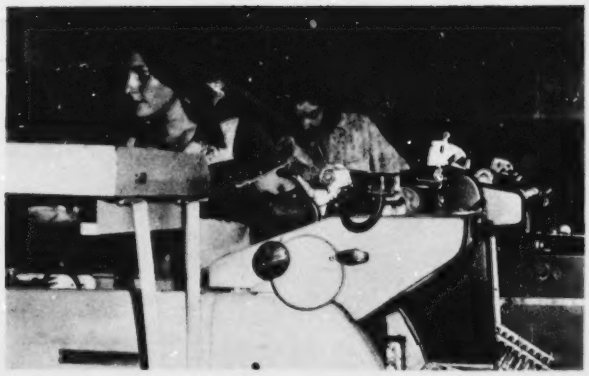
Co-corrections has several advantages. First of all, it helps to "normalize" an institution by having men and women together and it reduces the tensions associated with prison living.

Secondly, it gives the Federal Prison System greater flexibility in designating institutions where female inmates will serve their time. The four co-correctional institutions together with the all-women prison at Alderson means that inmates can be incarcerated closer to home than was true in the past. This arrangement permits women inmates to maintain their community and family ties and eases the transition back into society when they are ready for discharge.

Co-Correctional style cafeteria

Several factors limit the use of co-corrections. A study in 1973-75 by Dr. Esther Heffernan, Chairwoman of the Department of Social Science at Edgewood College, points out that ideally such institutions should have as many females as male inmates. Female inmates comprise only five percent of the Federal prison population.

Dr. Heffernan, author of "Making It In Prison: The Square, The Cool, And The Life," also recommended that co-correctional institutions should be restricted to a population of 500, and the population of many Federal institutions is far above that number.



Co-correctional graphics class

The Bureau has also concluded that some inmates do not function well in a co-correctional facility. By retaining all-male and all-female institutions, the Bureau has maximum flexibility in making designations best suited to the individual inmate and to the smooth functioning of the Federal Prison System.

DEVELOPMENT OF PROGRAMS

To carry out its threefold concerns - care, custody, and corrections - the Federal Bureau of Prisons attempts:

- To provide a level of supervision consistent with human dignity and offering maximum protection to the community, staff and inmates.

- To increase the number of Federal offenders achieving a successful adjustment upon their return to the free community.

- To offer a wide variety of program alternatives for offenders, including those that do not require institutional confinement.

- To maintain institutional enviornments that minimize the corrosive effects of confinement, and

- To increase the knowledge of correctional technology through systematic evaluation and research.

Correctional programs are designed in accordance with Bureau of Prisons' standards and policies. However, a specially designed classification system, initiated in 1970, is used in developing and monitoring the delivery of all services for all inmates. The system is called "RAPS", an acronym for "Reporting and Programs System".

There have been many significant changes since the original RAPS was introduced. These changes include, but are not limited to, Regionalization and the development and continuing implementation of functional units within BOP facilities. As the system has evolved, greater emphasis has been placed on the delivery of services.

Along with increased emphasis on monitoring the delivery of services, the Federal prison system now encourages inmates to make their own selection of work, training and other programs with help and advice from the unit classification teams. While all inmates must work, they do not have to remain in programs they do not want. After a reasonable trial period, they can "opt out."

This arrangement encourages inmates to make decisions in an atmosphere free of coercion. It also reduces games-playing, because the degree of inmate participation in programs is no longer a major factor in the reduction of sentence through parole.

RAPS was developed "as an evolutionary step in the development of the classification process" and this description remains true today.

Program activities developed for correctional programming cover a wide range. Such activities include: apprentice training, post-secondary education, adult basic and secondary education, recreation, vocational training, on-the-job training, individual and group psychotherapy, individual and group counseling, correctional counseling and health services.

Other significant activities are:

EXPLORATORY TRAINING:

Permits inmates to sample work and training in a variety of occupations to discover which best suits them. The aim is to give them a general knowledge of the world of work rather than to develop specific skills.

SOCIAL EDUCATION:

Planned learning activities designed to assist inmates in their adjustment to the institution, their personal growth, and their ability to cope with problems encountered in society upon re-

lease. Learning activities within the social education area are further characterized by the fact that they are not directly related to formal certification goals such as GED, college diplomas or skill documentation; nor are such activities thought of in terms of academic level. The activities are designed to develop competence in "life skills" connected with family relationships, household management, locating jobs, developing socially acceptable life styles, and expressing responsible community citizenship.

VOLUNTEER GROUPS:

Participation in such activities as Alcoholics Anonymous, Jaycees, Toastmasters, and Drama Appreciation.

WORK RELEASE:

Paid employment in the community and return to the institution after working hours.

STUDY RELEASE:

Participation in a formal academic or vocational activity which is provided in the community.

EDUCATION AND TRAINING

The Bureau of Prisons has established educational and occupational goals to help all inmates improve their knowledge and skills. The hope is that all inmates with the capacity and need during confinement will:

1 - complete an Adult Basic Education Program;

2 - complete an Adult Secondary Program;

3 - acquire or improve a marketable skill through one or more programs of Occupational Education;

4 - complete one or more Post Secondary Education activities;

5 - complete one or more organized Social Education activities; and

6 - complete one or more Recreational activities.

Consistent with these goals, six areas are emphasized: functional literacy, high school equivalency, marketable work skills, continuing education, personal experiences, and positive use of leisure time.

To carry out these goals, the Bureau operates in-house education departments in each federal facility which supervises classes ranging from first grade through college level. They operate at least 12 hours a day virtually every day of the year. The total professional staff (filled positions as of 8/31/76 totals 446. Approximately 15.5% are females.

During FY 1976 9,938 inmates were enrolled in vocational training programs with completions totaling 4,135. There were 41 different trades taught in 24 institutions.

Inmates improve their knowledge and skills through Education Programs

SUMMARY OF PROGRAM PERFORMANCE

According to RAPS, at the close of FY 1976, there were 21,361 classified inmates in all institutions. Classified inmates are those who have selected their programs among alternative program activities and other resources to meet their individual needs. At this same time there were 30,261 current enrollments. The classified Federal female inmates (Metropolitan Correctional Centers not included) numbered 1,052 with 2,760 current enrollments.

FEMALES

Classified - 1,052

Program Activities	Enrollments	Enrollment Rate
Academic Education	591	.56
Occupational Education-	522	.49
Industries	226	.26
Counseling	1,189	1.13
Health Services	17	.01
Work Release	5	.005
Study Release	15	.01
Other	195	.19
TOTALS	2,760	2.6

ALL OTHERS

Classified - 20,309

Program Activities	Enrollments	Enrollment Rate
Academic Education	9,783	.48
Occupational Education	2,957	.14
Industries	5,030	.24
Counseling	8,741	.43
Health Services	557	.02
Work Release	93	.004
Study Release	270	.01
Other	1,070	.05
TOTALS	28,501	1.4

The enrollment rate of 2.6 for the females means that the average female inmate is enrolled in over two and one-half program activities. The enrollment rate is obtained by taking the total current enrollments and dividing by the classified population.

FEDERAL PRISON INDUSTRIES

Vocational programs are financed primarily by the profits of Federal Prison Industries (FPI). This government-owned corporation provides training and employment for inmates in Federal institutions. It expended $4,722,189 in vocational training support during FY 1976. By law, the corporation can sell its products and services only to other Federal agencies.

In recent years FPI realigned its functions and established three umbrella groups to oversee the Corporation's activities. They are the Corporate Management Group, which develops and interprets corporate plans and policies and allocates and accounts for corporate resources; the Information Systems Group, which handles information services and data processing for both FPI and the Bureau of Prisons; and the Industrial Operations Group which is made up of seven divisions. The divisions are: Automated Data Processing, Electronics, Graphics, Metal, Shoe/Brush, Wood/Plastics, and Textiles. Each product division is responsible for all functions from marketing and sales through manufacturing and shipping. Under this arrangement responsibilities are more sharply focused and communities have been improved throughout the Corporation.

In FY 1976 FPI employed an average of 5,484 Federal inmates (20.3 percent) in the 56 shops and factories at 24 locations. Some 302 of those employed in FPI were female inmates. FPI products are diversified and range from clothing and textiles, metal and wood furniture, mail bags, and tire recapping to commercial printing and antomated data processing (ADP) services.

It is the policy of FPI to operate a limited number of industries which combine formal training and production experience. While responding to the inmate employment needs of institutions, FPI has continued to keep pace with changing technology and its effect on the post-release market. A number of new industries have been established in recent

ADP industry

Garment factory at Alderson provides employment for approximately 30 per cent of total population.

years which offer inmates new learning opportunities. They are called Production Training Units (PTU's).

FEMALES IN FPI

As of September 30, 1976

Institution	Industry	No. of Inmates Employed	Percent of Population
Alderson	ADP	63	21
	Garment Factory	107	35
Fort Worth	ADP	26	9
	Graphics (PTU)	10	3
Lexington	ADP	18	6
	Cable, Electronics	48	16
Terminal Island	ADP	24	8
	Metal	6	2
TOTALS		302	100

FPI Females by Job Categories

ADP - Key Punchers, Key Tapers, Clerical Data Control Clerk

Garment Factory - Cutters, Sewing Machine Operators, Inspectors

Cable, Electronic - Electronic Assembler

Metal - Laborer/Material Handler, Punch Press/Shear Operator, Power Brake Operator, Administrative Clerk

During FY 1976, FPI paid $5,441,839 to 5,484 inmates for an annual average of $1,002 per inmate. It also paid $1,281,969 in meritorious service awards (MSA) to both female and male inmates employed in other institution activities, including education and vocational training. Exceptional work performance may be recognized by meritorious awards as a part of each institution's incentive program. MSA rewards inmates regardless of the length of time served, or whether in Federal Prison Industries, camps, or institutional operations. Compensation for exceptional services such as acts of outstanding heroism, voluntary acceptance of hazardous assignments, protecting the lives of employees or inmates or the property of the United States, suggestions and participation, may be paid up to but not exceeding $50 per month.

The current focus of FPI includes product diversification, staff development programs, opening new industries at new Bureau of Prisons' facilities, and development of a more sophisticated materials management system.

Leisure Time

Out of a typical 24 hour day, an offender in a Federal institution spends about eight hours sleeping, five hours working, two hours eating, and two hours in some type of program. The balance of the day—seven hours—is "free time."

Each institution's Education Department attempts to fill inmate "free" time with a variety of recreational activities and self-help programs. These include team sports and games, arts and crafts, literary and intellectual pursuits, music and drama and membership in self-improvement organizations. Periodically, selected inmates attend and participate in sports and other events in the nearby community.

Female inmates enjoy a game of pool during their leisure time.

Artists-in-Residency Exhibit at the Martin Luther King Memorial Library, Washington, D.C., August, 1976.

The Bureau of Prisons feels that well-directed recreational programs are a highly effective force for social re-education. Inmates are encouraged to make constructive use of their leisure time and to learn habits of self-discipline, responsibility and cooperation that will help them make a better adjustment in the community when they are released.

One innovative program is being administered on a demonstration basis at two Federal Correctional Institutions in Texas at Seagoville and Ft. Worth co-correctional) and involves the Children's Television Workshop, producer of "Sesame Street." Inmates at the two institutions receive occupational training as Child Development Associates. Children of inmates who come to the institutions on visiting days are involved in these training programs which are also used to strengthen family relationships and to bulid more positive attitudes within the families of inmates and toward the broader community.

A pilot project, the Artists-In Residency, placed professional artists during FY 1976 as teachers at Leavenworth, Lompoc and Tallahassee. The project was funded entirely by the National Endowment for the Arts -NEA- ($45,000) and the Bureau of Prisons ($27,000). An exhibit was held during August, 1976, at the Martin Luther King Memorial Library in Washington, D. C. to display sculpture, drawing, painting and ceramics from nearly 100 Federal inmates.

The project was such a success that early in FY 1977 it was expanded to Alderson, La Tuna and Oxford. Through these efforts inmates are given an opportunity to express themselves creatively and do something both constructive and meaningful with their leisure time. The expanded program involves $87,500 in federal funds and $25,000 in local monies (half of which may be allocated by in-kind services). Each institution except Leavenworth received $11,500 from the Bureau of Prisons and $6,000 from the Endowment, to be matched by $5,000 in local support.

STAFF TRAINING CENTERS

To help its employees develop professional competence for their roles as "change agents," the Bureau of Prisons operates Staff Training Centers at Dallas, Texas, Denver, Colorado, and Atlanta, Georgia.

The Centers place special emphasis on helping employees develop skills in human relations. New employees are trained in basic correctional techniques and advanced correctional training is given to experienced employees. Many classes include participants from state, local and military correctional jurisdictions as well as from foreign countries.

In addition, all institutions have training capability and conduct a number of courses in-house. The most successful of these are two 40-hour courses in interpersonal communications. Virtually all employees will receive training in at least one of these courses within the next year. These courses were developed to implement and maintain a formal counseling program at each institution.

The Bureau also has three specialized Staff Training Centers: (1) the Food Service Training Center at the Federal Correctional Institution, Petersburg, Virginia, which offers a comprehensive year-long

course in food preparation, service and management, (2) the Health Services Training Center located at the Medical Center for Federal Prisoners at Springfield, Missouri, which provides a year each of classroom and on-the-job training for physicians' assistants in medical care, diagnostic and technical procedures, and (3) the Locksmith Training Center at the U. S. Penitentiary, Leavenworth, Kansas, which offers skill training in locksmithing and security systems.

All "in-house" programs are supplemented by a large number of outside training opportunities provided by other agencies, universities, and private firms.

PERSONNEL

A qualified staff is necessary to carry out the programs of the Federal prison system. Basically, Bureau of Prisons employees have a two-fold responsibility: to function in their service roles (food supervision, personnel clerk, teacher, physician, dentist) and to relate their specialities to inmate correctional management.

There are currently no female wardens but there are 3 female associate wardens at the Federal Correctional Institutions at Alderson, Terminal Island and Pleasanton. As part of the Bureau's continuing efforts to normalize its correctional settings, there are approximately 50 female correctional officers working in all-male institutions. Correctional officers make up the largest number of employees.

BOP KEY OCCUPATIONS

Positions	TOTAL	MALE	%	FEMALE	%
Correctional Officers	3661	3379	92	282	8
Teachers and Vocational Instructors	326	289	89	37	11
Correctional Administrators (Warden, Associate Warden, Unit Managers, etc.	416	398	95	19	5
Caseworker or Correctional Treatment Specialists	329	285	87	44	13
Category Sub-total	4732	4351	92	382	8
BOP TOTAL WORK FORCE	8781	7508	85	1273	15

DRUG ABUSE PROGRAMS

An absolute definition of drug addiction universally agreed upon does not exist. However, the World Health Organization definition serves as a basic operational definition:

"Drug addiction is a state of periodic or chronic intoxication produced by the repeated consumption of a drug (natural or synthetic). Its characteristics include:

"1. An overpowering desire or need (compulsion) to continue taking the drug and to obtain it by any means;

"2. A tendency to increase the dose;

"3. A psychic (psychological) and, generally, a physical dependence on the effects of the drug;

"4. Detrimental effect on the individual and on society."

In November, 1966 the Narcotic Rehabilitation Act (NARA) was passed into law. NARA defines addiction according to the type of drug used and limits "addiction" to dependency on **narcotics,** as listed in Section 4731 of the Internal Revenue Code of

BUREAU OF PRISONS

DRUG ABUSE FACILITIES

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1954 as amended. That list does not include marijuana, barbituates, amphetamines, or hallucinogens.

The act provides for the treatment and evaluation of selected narcotic addicts. Under Titles I and III, persons are committed in lieu of prosecution for a federal offense or civilly committed to the Surgeon General for treatment of their drug dependency. Title IV authorizes grants to public or non-profit private agencies for the development of programs to treat narcotic addicts and for financial assistance in meeting the cost of construction and staffing such facilities. Administration of Title II has been delegated to the Federal Bureau of Prisons to develop special programs for persons convicted of a Federal offense and who are narcotic addicts.

FEMALE POPULATION BY HISTORY OF DRUG USAGE

Non-Users	48%
Former Users	30%
Recent Users	8%
Users (Immediate Past)	14%
Users (Not Withdrawn)	0%

TYPES OF DRUGS USED (INCLUDING ALCOHOL)

Marijuana	0%
Narcotics	34%
Hallucinogens	0%
Barbituates	1%
Psycho-Stimulants	1%
Other	20%
Alcohol	1%
None	42%

Both the NARA and the Drug Abuse units in Bureau institutions operate with similar program modalities and inmates in the Drug Abuse programs are governed by the same parole board procedures as for the regularly sentenced prisoners. In May 1972, Public Law 92-293 was passed, authorizing "after-care" type services to a wider range of drug-dependent offenders than were covered under NARA. With this legislation all drug-dependent parolees, mandatory releasees, and probationers may be required to participate. The Bureau provides special drug program services to approximately 2,400 Federal releasees and probationers a year.

Community Care programs offer a continuity of programming between the institutional phase and parole supervision. In the latter case, since released offenders are under the jurisdiction of the Board of Parole and are officially supervised by Federal probation officers, coordination is most important. To offer a comprehensive service, a classification team in "community care" has been developed. The team involves the institutional staff, the "community care" agency, and the probation officer. Their objective is to serve the released offenders in the community. Usually, a local service agency is sought out to provide program services. "Community Care" services are tailored to meet individual (male and female) needs and may include the following: individual counseling, psychotherapy, medical care, self-help groups, family counseling, job placement and transportation for services and emergency financial assistance.

HEALTH SERVICES

A corps of approximately 540 medical professionals and technicians, operating under the Bureau's Medical and Services Division, gives inmates in Federal institutions health care equivalent to that found in most communities. The medical complement consists of physicians, physician's assistants, psychiartists, dentists, dental assistants, nurses, psychologists and technical personnel and include 79 members of the Commissioned Officers Corps of the U. S. Public Health Service.

A. On Institutional Arrival

Upon entrance to the institution, the inmate's physical and mental health history is reviewed and each inmate is given a complete physical examination.

B. Pregnant Inmates and Childbirth

The institutional medical staff insures that pregnant inmates receive proper medical care during pregnancy and childbirth. At Alderson a prenatal clinic is held once a month to observe and care for pregnant inmates. Individual determination is made in the clinic as to show how much care the inmate needs and how often she is seen. She may be seen at any time for emergencies.

Pregnant inmates are also referred to and followed by an obstetrics and gynecology specialist in

the neighboring communities prior to delivery. All deliveries are performed in community hospitals.

C. Child Placement

Arrangements for placement of any child born while the mother is in custody begins as soon as the pregnancy is known. Adoption is the inmate's decision and must be made by the end of the seventh month of pregnancy.

In cases of adoption the inmate's unit caseworker makes the appropriate arrangements with community resources or the local welfare agency. All such cases are in compliance with applicable state law which is mandatory. Furloughs may be granted to a mother to take her child home, if she meets the furlough criteria.

D. Special Procedures for Abortion

An inmate's pregnancy may be terminated by medical abortion consistent with the ruling of the United States Supreme Court in Roe vs. Wade, 410 U. S. 113 (1973) and applicable state law. If an inmate requests an abortion, special procedures must be followed. Interviews are arranged with the medical staff, the appropriate chaplain, a psychiatrist or psychologist, and the inmate's unit caseworker. The purpose of these interviews is to provide counseling for the inmate, to advise her of all the ramifications of abortion, and to explore all alternatives. Recommendations for or against abortion are not made by staff unless it is for a medical reason. If feasible, the husband of a married inmate is informed and may be a part of the counseling process. Reports are written by each interviewer and filed within 24 hours.

After this process, if the inmate decides to have an abortion, she signs a written statement taking full responsibility for the decision and indicates that she has been counseled and considered all alternatives. Copies of the statement and reports are sent to the Warden, the Central File, and Medical File. Immediately thereafter, the medical staff arranges an appointment with an appropriate abortion clinic or hospital for evaluation. The hospital staff completes its own evaluation and procedures in accordance with its policy and local or state law. A furlough may be granted to have an abortion if the inmate qualifies.

Each institution in which female inmates are confined develops a local policy statement outlining procedures in that institution for those matters listed in A, B, C and D aforementioned. Each local statement is forwarded through the Regional Director to the Assistant Director, Correctional Programs Division, and the Medical Director, for approval. A copy of the final approved Policy Statement is sent to the appropriate Regional Director within 60 days of its issuance.

HEALTH SERVICES AT ALDERSON

A. Outpatient-Inmate Services and Procedures

The outpatient department sees an average of 50 patient-inmates daily, and the pharmacy fills 70 to 100 prescriptions daily. The health services unit offers a full range of medical services including a clinical laboratory, X-Ray, and physical therapy treatment in support of a 25 bed in-patient-inmate department.

The dental clinic treatment is complete and treats about 20 patient-inmates daily. Almost all inmates need dental treatment sometime during their incarceration.

An inmate may put her name on the sick call list any day for routine visits, Monday through Friday. She will then be called to the health services unit where a Physician's Assistant will provide preliminary screening and either order tests and treatment for her particular problem or refer her to the clinic care.

After an initial diagnosis is made by a member of the physician's staff, patient-inmates are assigned to the appropriate medical clinic.

An inmate may also write a request directly to the physician for a special appointment and will be notified when she can be seen. An inmate may go to sick call at any time during the day, and she is excused from work duties or classes.

In addition to Alderson's own staff of three physicians, four physician's assistants and six registered nurses, approximately 30 outside consultants are utilized for medical services. Inmates are sent to consultants in Charleston, Beckley, Bluefield, Hinton, (West Virginia); Roanoke, Salem, Clifton Forge, and occasionally Charlottesville, (Virginia) to specialists in all fields. All referrals to consultants are

first seen by the staff physician at the institution and a medical summary is sent along with the inmate.

There are no State Vocational Rehabilitation services within the Health Services Unit. All vocational rehabilitation services are available through the Education Department.

B. Medical-Psychiatric Program

A medical-psychiatric unit is located at Alderson for those inmates who cannot tolerate open campus because of emotional problems. The mission of the unit is to provide opportunities for psychotherapy, creativity, educational activities, development of responsibility, community involvement, and rebuilding of positive attitudes. Programs for the unit include many group activities in goal planning such as: psychotherapy, transanalysis, psycho-drama, reality therapy, arts and crafts, occupational therapy, and therapeutic workshop.

Inmates are housed in single rooms and a dining area and television room are located in the unit. The unit program is under the direction of the health services center psychiatrist with professional support from the mental health, education, administrative and medical departments.

Inmate laboratory aide tests blood samples.

COMMUNITY TREATMENT CENTERS

The institution can provide education and training to prepare female offenders for productive lives, but the real test comes when they return to the world outside. All too many fail this test.

Their difficulty lies in making the adjustment from the prison community, where they have fewer responsibilities, to the free community, where they must again make decisions and assume responsibility for their own welfare and that of their families. If they cannot make the adjustment sucessfully they may return to crime.

For the past 15 years the Bureau of Prisons has been helping offenders make a gradual transition from imprisonment to community life through its own as well as contract Community Treatment Centers (CTC's) or halfway houses.

In addition, these CTC's accept direct court commitments for service of sentence, as well as probationers and parolees who are referred to the CTC's by the U. S. Probation Officer as a "last resort" before being returned to confinement for violating terms of their probation or parole.

During FY 1976 (4 quarters), over 5,500 Federal pre-releasees were referred to these CTC's (2,175 to Federal CTC's and 3,361 to contract CTC's). This represented 33 percent of all Federal releasees during FY 1976. By the end of the fiscal year, nearly 40 percent of all releasees were being sent through CTC's. The Bureau's goal is to increase this rate to 65 percent by FY 1980. It is estimated that approximately 35 percent of Federal releasees will never be eligible for release through CTC's due to outstanding warrants, backgrounds of serious, repetitive violence, no need for a CTC program, sentence too short, and similar reasons.

Statistics are not available as to the number of female offenders programmed through Federal and contract CTC's, however, it is estimated that females comprise approximately 5 percent of the referrals to CTC's.

Pre-releasees are selected for assignment to the CTC's on the basis of need and suitability for the program. They must have "community custody" status and meet other eligibility requirements as well.

Staff counselors at the Centers provide the residents with a supervised environment, help them find jobs and give them counseling and encouragement. The residents also receive help with any family problems or special difficulties they may have, such as drug addiction or alcoholism.

Most of the 15 Federal CTC's either accept female offenders as residents or have an arrangement with a contract CTC in the area to house them.

Contract CTC's are located in the major metropolitan areas across the nation and currently number nearly 300.

FEDERAL COMMUNITY TREATMENT CENTERS

ATLANTA
715 McDonough Boulevard, S. E.
Atlanta, Georgia 30315
Telephone: 404-526-4445

CHICAGO
826 South Wabash Avenue
Chicago, Illinois 60605
Telephone: 312-353-5678

DALLAS
3401 Gaston Avenue
Dallas, Texas 75246
Telephone: 214-749-3525

DETROIT
1950 Trumbull Avenue
Detroit, Michigan 48216
Telephone: 313-226-7042
*Satellite:
The Milner Arms Apartment
40 Davenport, Apt. 295

HOUSTON
2320 La Branch Street
Houston, Texas 77004
Telephone: 713-226-4934

KANSAS CITY
Room 311
404 East 10th Street
Kansas City, Missouri 64106
Telephone: 816-374-3946
*Satellite:
1019 N. 7th Street
Kansas City, Missouri 66101

LONG BEACH
1720 Chestnut Avenue
Long Beach, California 90813
Telephone: 213-432-2961

LOS ANGELES
1212 S. Alvarado Street
Los Angeles, California 90006
Telephone: 213-688-4770

NEW YORK
Woodward Hotel
210 W. 55th Street, Room 204
New York, N. Y. 10019
Telephone: 212-826-4728
*Satellite:
Bryant Hotel
201 W. 54th Street
New York, N. Y. 10019

OAKLAND
205 MacArthur Boulevard
Oakland, California 94610
Telephone: 415-273-7231

*All referrals must be made through the main CTC.

PHOENIX

316 W. Roosevelt
Phoenix, Arizona 85003
Telephone: 602-261-4176

MIAMI

1754 N. E. 4th Avenue
Miami, Florida 33132
Telephone: 305-350-5568

FEDERAL FEMALE OFFENDERS IN NON-FEDERAL CORRECTIONAL INSTITUTIONS

Although most females convicted of a federal offense are housed in federal faciliites (or in local non-federal detention centers if their sentences are very short), some females are housed or "boarded" in non-federal correctional institutions for service of their sentences.

There are currently over 200 federal offenders boarded in non-federal prisons. Of this number approximately 95 are females. They are placed in these state correctional institutions to be closer to their homes or to receive a wider range of program opportunities.

These state correctional institutions are regularly inspected by Bureau staff to insure that the housed federal offenders have the same availability to programs as if they were in a federal facility.

OUTLOOK

This report on the female offender in the Federal Prison System has attempted to describe to some extent the response of the Bureau of Prisons to its mission of protecting society and preparing offenders for release by increasing their chances for success after release through educational, vocational and related correctional activities.

There are no simple solutions to the long-festering problems of corrections. Much hard work lies ahead —for the Bureau and all other correctional agencies in this country.

One of the bright spots on the horizon is the increasing use by the courts and corrections of community-based programs as humane, less costly alternatives to incarceration of female offenders.

A substantial percentage of female offenders, however, are not suitable for treatment in the relative freedom of community-based programs. In this category fall multiple offenders who have long histories of serious, often violent crimes.

To achieve maximum correctional benefits for all offenders, the Bureau of Prisons has sought to develop a balanced approach, recognizing that no single, all-purpose program method can be expected to produce effective results.

Public support—long a key factor in the quest for improved corrections—is now at an all-time high.

One of the main challenges of the future undoubtedly will be to sustain the present level of interest in the female offender. This can only result from a concerted effort by the correctional community and by concerned citizens.

The great hope for progress lies in keeping the American citizen informed about and involved in correctional changes. If this can be achieved, the outlook for corrections should be more promising than it has been at any time in the past.

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